FRONTIERS OF CHANGE

Dag Hammarskjold Memorial Lecture by Dr. Douglas Ensminger,
Representative of The Ford Foundation in India, and Nepal,
at the School of International Affairs,
Columbia University, N.Y., May 6, 1963

FRONTIERS OF CHANGE

Dag Hammarskjold Memorial Lecture by Dr. Douglas Ensminger,
Representative of The Ford Foundation in India, and Nepal,
at the School of International Affairs,
Columbia University, N.Y., May 6, 1963

It is a privilege and an honor to have the opportunity to join with you, and with this fine University, in doing homage today to the memory of Dag Hammarskjold --servant and martyr of peace -- great leader in the progress of man in our era. This assembly is itself a testimonial to our consciousness of his enduring, on-going contribution to humanity.

The present lecture, on "Frontiers of Change", is offered as a tribute to this great pioneer for peace. Our lecture deals with man's continuing progress toward a better world -- a world of peace and dignity for all. The subject is particularly appropriate for today, since it concerns the central goals to which Dag Hammarskjold, as Secretary General of the United Nations, devoted -- and finally gave -- his life.

In this generation, frontiers of change are not new to us. Neither new trends nor individual changes are unfamiliar. We have learned to expect them. New advances, new relationships, new problems, and new forms of old problems continuously unfold around us. On this occasion we shall look at some of these changes, present and emergent, which importantly involve the peace of the world and therefore the welfare of mankind.

Two Broad Movements of Change

It is my view that we are now participating in the movement of two worldwide frontiers of change; and that these are among the principal shapers of the destiny of man for all times to come. It is clear also that each of these, in turn, will, create numerous lesser frontiers of change as we move ahead with manifold adjustments to these broad forces.

I shall refer but briefly to the first of these two great movements of change -- the scientific and technological revolution -- which is now under way in maturing vigor. It is as an enormous engine for human growth, and a reflection of that growth. We marvel at it, and at its still unfathomed powers and effects. We accord it admiration, respect, even awe.

However, it shall be discussed here mainly as the mother and feeder of another great forward surge that is in an earlier stage of building. This newer frontier comes from the womb of the older. It is man's dawning response to the new imperative of living together in peace -- an imperative created by his science and technology.

Scientific and Technological Advances

In a sense, our modern world is the product of scientific and technological advances. Compared with a hundred years ago, or even half that, our present setting is a new planet. The advanced peoples of today live in a world as different from that of the past as the jet airplane is different from the oxcart. Even the less advanced peoples are sharply affected by the new advances; they are adopting them as rapidly as knowledge and circumstances permit. And they are aware, even as we are, that the march of man's control over nature, far from ending, is still accelerating -- rushing out to boundless space and limitless horizons.

Fundamentally new resources and powers have come into being. As a result, we have the physical means for building a better world for all humanity. Compared with the past, we possess almost miraculous means of construction, production, and distribution. Science and technology have multiplied the world's food potential and brought great and widespread improvements in living and learning. At the same time, the tide of advance has created previously unimagined speeds of communication and transportation -- wiping out the world's distances and many of the old barriers of isolation, delay, and mis-understanding. And then, as a grim "enforcer" of a new neighborliness, these gifts have included another: the power for cataclysmic destruction. This gift, -- attended by fearful peril -- is imposing on us a new mutuality of discipline.

The Frontier of Mutual Responsibility

These developments, earth-shaking and world-changing, have brought forth a vast new change. This is the frontier of a new and inescapable inter-dependence of mankind, which brings with it the urgent necessity for increasing world neighborliness.

We are now moving ahead on that frontier, though still hesitantly and at times reluctantly. This movement Dag Hammarskjold observed and characterized as "a growing sense of sharing a common membership in a world community".

This change embraces the broadening of mutual interests and concerns which necessarily occurs when neighbors move much closer together than before and therefore become more dependent on each other for maintaining orderly behavior, decent living conditions, and necessary community services. It does not require, obviously, that differences in philosophies and interests disappear. However, it does mean the growth of a common concern for the welfare of the community as a whole.

At present, we are able to see only a limited part of the ultimate meaning of this great frontier. But its promise is rich indeed. We can be sure even now of its truly vast potential for the advancement of civilization and the well-being of men.

Mileposts of the Advance

Establishment of the United Nations was a major advance on this frontier. Dag Hammarskjold's leadership, we know, carried its work forward by great strides, helping to build the UN as a powerful instrument for world peace and neighborliness. The work of the United Nations Relief and Rehabilitation Agency, begun while the guns of World War II still blazed, was an early milepost of the advance. So were the operations of Point Four, the Marshall Plan, the United Nations Technical Assistance Board, the Food and Agricultural Organization of the United Nations, the United Nations Children's Emergency Fund, the Special United Nations Fund for Economic Development, and the various other UN organizations and Regional Economic Commissions.

To these are added the current international assistance programs of individual countries, notably the United States. Also, organizations such as the World Bank and the International Monetary Fund have important place; they too, reflect the worldwide urge for peace and progress. In addition, international aid by private organizations is part of this picture and has shown unprecedented growth. It has been my privilege to be associated for more than a decade with such efforts by one of these great private institutions, The Ford Foundation.

Attributes of Aid

All these efforts reflect the growing reality of a world community based on mutual responsibility. They are the opening phase, at least, of a continuing planned program for world peace and human well-being. They represent our joint recognition that, with the world more crowded together than before, the community faces the need to clear away its slums of

abject poverty, ignorance, disease and despair. These efforts face up to the fact that widespread progress, hope, and well-being are the only dependable foundations for world peace and order. They also recognize that these foundations have to be built through positive action, and as rapidly as possible.

These assistance efforts, both public and private, are seeking intended change, planned change. They are carefully shaped toward achieving particular development, for particular purposes, within more-or-less fixed periods of time. Generally speaking, I would judge that most of them are helping us move toward the desired objectives.

Aid to Developing Countries

Building a secure world peace, with the tools and methods of peace, requires elimination of the needless and terrible poverty of peoples in the developing areas. To this end, economic and other assistance is given for the conduct of various development projects.

This assistance is much more than the building of dams and factories; it is also aid to agricultural change, community development, research, educational improvement, strengthening of administration, health improvement, urban development, and assistance with various industrialization problems.

Its scope can be large, as in the building of a great steel mill, or it can be quite small. In general, assistance is aimed at bringing about key developmental changes which will themselves be in-country "frontiers of change", serving as generators of future change in related spheres of activity.

Efficiency in Assistance

The improvements sought in these countries are urgently needed and are costly in money, men, and materials. Efficiency, then is essential. In my view, the only truly efficient path for such work lies in the creation of self-generating and continued changes. For this reason, I would always emphasize the value of developing the human resources, strengthening the educational base, perfecting the administrative competence, and increasing the developing country's leadership competence and motivation for change.

Efficiency in development calls for maximum attention to the key areas of concern in each country, together with a firm

commitment to the full assistance which is required to bring about significant and lasting changes. Such changes will and can be achieved only if the commitment is to assist the programs in depth over a sufficient span of time. We know, for example, that it takes about a decade to develop new institutions.

We are in a hurry, yes, and we should be so. There are some who say time is running out and that we cannot afford the time to bring about changes. Yet there is no other way. There are no alternatives to hard work and patient persistence. Like growing a crop in the fields, it takes time to bring about significant changes of lasting value.

Disparity in Living Conditions

The development of self-reliant citizens in the developing countries, with improvement of their living conditions, are the central elements in assistance goals. The general levels of living in the developing countries are almost incredibly poor. Many of us find, in fact, that personal contact with their depressed conditions calls forth feelings of discomfort and shame. If you haven't experienced this, I suggest you go to an Indian village and try eating your lunch under the gaze of the village children.

Let us look at a farmer in one of these areas. He is likely to die at an early age. He and his family probably live in a mud hut or flimsy shack with an earthern floor. The family cooks its inadequate food over a cow-dung fire, eats from a common pot, and may sleep on a straw mat or on the ground. The farmer's clothing is a loose smock or loincloth, and his younger children are likely to go naked. He is most probably illiterate, and his children may be growing up the same. His body and mind are sapped of vigor by sickness and chronic malnutrition. His farm work is hard labor, produces relatively little, and he has no survival margin against crop failures.

Consider the contrast with his brother farmer in a developed country. This man may live a quarter-century longer than the other. He and his family have many comforts and amenities of living, are healthy, well-fed, well-educated, well-housed, and well-clothed. The advanced farmer's labor-saving tools remove the drudgery from his work, and his greater productivity gives him greater income and security.

For urban people, too, the same yawning contrast exists between conditions in the two kinds of societies. They

can be partly described, but must be seen to be understood. In many cities of the poorer countries, for example, multitudes of the homeless are accustomed to sleeping on the sidewalks and streets and to eating only on a catch-as-catch-can basis.

The Population Problem

The economic planner who is shocked by such a picture of poverty and misery receives another brutal jolt, in many countries, when he learns the rate at which the population is increasing. For example, India's population is growing by about 2.1 percent per year. At this rate, its present population of 450 millions will be doubled within 33 years.

India has recently been making substantial annual gains in total national income. However, because of the population increase, over half of the Nation's development gains are sunk in the simple maintenance of previous per capita averages. The country must run, even to stand still; its ability to invest its gains in achieving future progress is sharply curtailed.

With India's addition of nine million extra people each year to feed, to clothe, and to try to educate and employ, how can living conditions be expected to improve substantially?On the other hand, without such improvements, how can the people feel that political freedom is, in fact, ushering in the other freedoms which they so much desire -- freedom from hunger, disease, and ignorance? Those of us who value democracy, and who value the right of people to make free choices, must understand that democracy has little or no priority appeal to hungry and desperate people. Hunger and despair are in a context quite different from that.

In order for us to face the population problem, it is important that we look at its origins. The population overgrowth is, itself, a result of relatively modern advances in knowledge and tools. In India and some other countries, for example, the development of railroads, plus improvements in local administration, made possible much better distribution of the food grains that were available. In addition, a large-scale extension of irrigation works in India made possible absolute increases in the amount of food available. These improvements in India have led directly to control of the famines which regularly swept away millions of people during the last century.

As a result, more people lived longer. Death rates declined markedly, though birth rates remained high. Later,

the decline in mortality received further impetus from health measures such as the use of DDT to control malaria. Paradoxically, however, the lack of an extensive, permanent health administrative network now poses a serious barrier to carrying the population control program to the masses of the people.

This population growth in India is part of a worldwide phenomenon. Science and technology have led us unwittingly and suddenly to a general expansion of our numbers. This expansion, as we have seen in the case of India, already threatens man's further development. It is a major problem of our time. It is evident, I believe, that, here again, the peoples of the world are being impelled to see their need for living closer together, for living with each other in peace, and for providing mutual assistance in meeting their common responsibilities.

Our species has put itself into a critical situation indeed. We are all involved, whether we wish it or not. We see the situation unmistakably. Therefore, seeing it, we must act. The response required by the challenge of excess population growth seems plain enough. Just as man has applied his powers of rationality, organization and technology to the control of death, he must now proceed to apply these same powers, in the fullest necessary measure, to control of births.

Family Planning In India

The growth of the population control movement in India offers some useful lessons in attacking this problem. After India's independence in 1947, demographers and economists added their voices to the welfare workers who had been advocating an official program for nationwide family planning. The sensitive new government felt it must proceed cautiously, but India's leaders skilfully prepared the way for a national movement. Several small pilot projects demonstrated that people were basically receptive, and that there was virtually no opposition. In addition, Indian researchers were encouraged to apply themselves to the demographic, medical, biological, and communications aspect of the problem, so as to provide the scientific basis for a program which would be structurally sound and locally acceptable. It was also necessary to acquire a nucleus of trained and experienced workers. In pursuing these steps over the subsequent years, India has made good use of limited technical assistance resources from abroad. The Ford Foundation has deemed it a privilege to assist this work.

In 1956 came the first move toward an official nationwide program. Initially, this tended to replicate the traditional

family planning clinic pattern of Western countries. However, a number of States forged ahead with experimentation on newer modes of promoting contraception. Perhaps, the most striking has been the surgical "camp", in which voluntary sterilization services are provided to the people of an area on a mass scale.

India has now taken the next step. It has recently adopted a plan for a truly extensive national movement, geared to its own culture and resources. This will involve strengthening of the basic administrative structure required for such a program, and development of broad-scale, community-level extension education activities. At the same time, urgent attention will be given to production of contraceptives, to their wide distribution through non-clinical channels, and to assessment of program effects in different areas.

India's current Five Year Plan refers to the population control program as being "at the very center of planned development". During the years to come, it is expected that this description may indeed start to be fulfilled. The country appears to be on the threshold of a bold and rational "frontier of change", from which we can all learn a great deal.

Rising Expectations

I have referred to a slow, a very slow, rise in the levels of living of poverty-burdened people. This sluggishness of improvement is by no means confined to India. The too slow rise of levels of living in the disadvantaged areas of the world is a real and present danger for their people, their governments, and the peace of the world.

The people of the newer nations demanded and obtained their independence from the colonial powers precisely because they were impatient for more advantages -- economic, political and social. They were told and they believed that independence would bring such benefits in short order. In some areas it is now a political reality -- even if not an economic one -- that part of these expectations must begin to be realised soon. Economically sound or not, the people's expectations exist; they are real; and they cannot safely be allowed to fall to the ground. Nor can too many of them be long deferred. The rationale of sacrificing this present for the sake of gains to the next generation is wearing thin.

In-Country Frontiers of Change

The developing countries have many in-country "frontiers of change". Their governments want the people to enjoy the benefits of modern science and technology. Actually obtaining those benefits, of course, requires more from these countries' governments than may appear on the surface.

The effectiveness of such governments in bringing about change will be directly related to their readiness to begin making more or less drastic breaks with the traditions and habits of the past, to adopt unfamiliar, attitudes and practices, and to move purposefully and courageously toward a better life.

Suppose such a government decides that its outmoded system of agriculture and agricultural practices needs sharp improvement -- and begins to act on the decision. At that moment, an "in-country" frontier comes into being. New needs and problems immediately arise; farmers must be taught new techniques and supplied with new implements and aids to production; research is required; problems of institutional support must be dealt with, as in credit,transportation, and marketing; and widespread education as to the benefits and "know how" of improvement becomes a necessity. In brief, the frontiering effort in agriculture requires a formidable array of support.

Community Development as Example

India provides one of the great examples to aid understanding of what is involved for a developing nation in transforming a static agricultural economy to one of dynamic development. Its progress in this undertaking within the last decade is a lesson to the world.

The overall task required action to shift village cultivators' attitudes from unquestioning reliance on the traditions of the past to active acceptance of science and technology. It required mobilizing all the national resources related to agricultural production -- in a country totally lacking experience in the mobilization and concerted use of such resources. This task has to be undertaken, even though the government at that time was unaccustomed to working with village people or helping them work together in solving their problems. And the village people themselves had long ago accepted the status quo as a way of life.

India's Community Development Program, launched in 1952, was designed to expand the people's competence to solve their problems and to help the cultivators increase their food production.

Within the year 1963 all of India's 550,000 villages will be included within organized development blocks. Naturally, this program has considerable development problems of its own, yet there can be no question of its great contribution in preparing the minds of India's villagers for the changes that are necessary.

As a result of community development, village people have now come to understand that, with freedom, they no longer have to live with the old patterns of poverty and deprivation. Village people now express hope. They have expectations for many things they want but don't yet have, and which they never before expected to have. Throughout the villages of India, at least some new practices in health, in agriculture, and in ways of living have been introduced. The people thus have been given opportunities to see and learn better things than the old attitudes and practices.

As a student of social and economic change, I want to underscore the fact that really significant development is never easy. This is especially true in agricultural and rural development.

Before village cultivators can be expected to get excited about taking up improved agricultural practices, they have to undergo some inner changes. They must go through the steps of psychological change the village cultivators of India have taken in the past twelve years as a result of community development. First, they must recognize they no longer have to live as they have lived and they must want things they don't now have. Second, they must have been aware of the existence of better practices and of their benefits. And third, they must have seen these practices demonstrated in their villages, must have understood them, and realized they were possible to adopt.

Having been taken through these steps of change, they can now be educated to see the importance, to them of adopting improved agricultural practices. By intensive extension education, the cultivators can be taught stronger emphasis upon carrying out the recommended improved agricultural practices. They can now be brought to see that the adoption of the improved agricultural practices will provide them the needed wealth they must have if they are to get the new things they now express as wants.

Under community development, India's cultivators have largely passed through these three initial phases. Therefore, they are now ready for the fourth step.

Intensive Agricultural Districts

The Ford Foundation has been closely associated with Indian community development and food production programs for the past twelve years. To assist India in taking this fourth step in the series of changes required for full focus on food production, the Foundation is now assisting India with an intensive districts agricultural production program. In essence, this program seeks to provide to the cultivator on a coordinated basis all the essential resources -- administrative, educational, technical, and physical -- that are required to speed up the mass adoption of improved practices. The program actively assists the cultivators in achieving successful experience in carrying out a "package"of improved agricultural practices.

This intensive effort is now being carried out in each of India's fifteen states, on a general basis of one district per State. It is projected as a five-year program. Assuming that it succeeds in bringing India to a "breakthrough" on this frontier of change -- a "breakthrough" pointing the way to substantially increasing the Nation's food production, the projected time span required for its development will be 17 years.

Orientation to Change

In creating the Community Development Program, India purposely set out to create forces for change among the village people of India. The evidence today seems abundantly clear that the village people of India are now "change oriented" and can be counted upon to follow examples of change which prove beneficial to them. They now need only to be assisted in making the change-over from traditional ways to improved ways of living and making a living.

The thing India has not fully succeeded in doing is to transform its administrative bureaucracy from its pre-Independence regulatory orientation to one of forceful developmental purpose. There is need for a more universal change orientation which would permeate the administrative structure in depth.

In the beginning phases of national development, the Government took the initiative in promoting change. Today, however, the pressures for change are increasingly being expressed by the people.

This situation presents both a challenge and a potential crisis. The challenge is for administration to bring about far - reaching administrative reforms so that Government can give more

effective leadership to change. The potential crisis lies in the fact that administration has succeeded in making the people "change oriented" but now lags in meeting their needs. It has thus far lacked the necessary dynamism to force changes within itself that would enable it to move on to greater developmental leadership.

In a real sense, whether India does in fact make its desired "breakthrough" in food production will be determined by the steps it takes in administrative reform. The administrative bureaucracy will have to become more "change oriented" if it is to help village cultivators make a large-scale shift to improved practices based on the findings of agricultural science.

Factors in Project Decisions

Decision to launch a development undertaking is not something to be lightly considered by either the giver of assistance or by the recepient. It is a serious and costly business -- one in which inadequate planning, or too few resources, or too little follow-through in operations can bring severe disappointment. It may be able to bring great benefits if well conceived and carried out, but the penalty for failure can be painful indeed.

Moreover, since development resources are scarce, and the need for progress is immediate, the recipient country must choose to focus upon the most profitable and most urgent areas of change. This may be and is politically difficult at times. Yet poor selection of development undertakings can nullify the country's chances of rapid advancement. Stern self-discipline is required. First things must be put first, in their order of developmental importance. The relative priority of an intended project should be decided on the basis of its potentiality for sparking and feeding still further development in other spheres. The lesser-priority items should be made to wait.

The developing country also faces other new things. It needs to realize that, in launching a new frontier of action, it embarks on an unfamiliar course that will require procedures and activities it has never previously found necessary. Urgency becomes a key factor; and flexibility a key necessity to permit urgent action. Although the government of the country can initially select the particular "frontier of change" when work is to be done and can designate the time to start work, it cannot possibly determine in advance the details of action and procedure that will be required over time and under differing conditions. The

administrators and technicians have to be allowed freedom to act. They must be able to exploit "breakthroughs" as quickly as they arise. Also, they must be able to shift quickly to new or modified approaches to meet operational needs.

These requirements are themselves new to developing countries. For most of them, such requirements make up a very tall order. But before launching upon each frontiering project, therefore, both the developing country and the assisting agencies should carefully weigh these needs and provide for them. They cannot be avoided. There is no useful purpose in ever pretending that they can be dispensed with.

The Process of Change

As we look out toward a better-balanced and peaceful world, the process of change is a matter worthy of study. This process requires understanding, There is no cut-and-dried formula for it. It cannot be bought with money, nor equipment, nor technical assistance -- necessary though these may be.

The first requirement, I believe, is motivation. The people and their leaders have to want better conditions, and want them enough to work for them. Without this prerequisite, improvement can only come slowly if at all. The use of assistance resources can never substitute for motivation.

Economic improvement and development do require the use of economic resources. Nevertheless, these are not the whole story. The people, for example, need to feel that their government is genuinely concerned about their welfare. They need to feel a sense of achievement growing out of their own efforts. Also, they must know as much as possible about the development effort, why the work is under way, and the changes in practices and attitudes that are recommended. Above all, they must see and know that they are making progress in shedding the burdens of poverty and backwardness.

Considerations in Assistance

The growth of a world sense of community responsibility, with resulting assistance for developing countries, does not necessarily guarantee the success of the assistance. Many considerations -- practical, down-to-earth, hard-headed -- must come into play for particular projects to be really effective. Each assistance possibility has to be closely examined and weighed on its merits.

Broadly speaking, the worth of any assistance effort -- no matter how attractive its promise -- depends upon two key factors: (1) The willingness and ability of the recipient country to utilize such financial help and guidance; (2) the willingness and ability of the donor government or institution to provide assistance in finance and expert guidance.

The success of each development project depends heavily upon official understanding and support in the country, and also upon popular support. Undertakings launched in response to needs that are strongly felt by leaders of the recipient country have a real advantage. They nearly always move ahead better than projects which the recipient government has not fully understood but has accepted for other reasons.

Support for development is based on understanding. For this reason, adequate orientation of policy-makers is essential before initiation of a project. It is vital also for officials and staff at the operating levels. Thorough advance orientation is the best assurance of official support.

Popular support is usually a necessity and is always helpful. Reasonable and thoughtful efforts to create public understanding of the need for each undertaking, and of the basic elements in it, facilitates progress and helps make sure that the project will have its intended effects upon the lives of the people. Public understanding and support are valuable assets. Much greater attention than is now the case could well be given to building both official and public understanding of development tasks.

Pre-Investment Studies

Both for the developing country and the donor of assistance, I would emphasize the importance of the "pre-investment" phase of development work -- that is, the phase which immediately precedes decision to make investments of capital and manpower in a particular project. This phase is required in order to help make clear to all concerned the nature of the task ahead. Also, it is here that the assisting agency has its best opportunity -- and greatest responsibility -- to insure that the assistance will, in fact, achieve its purpose.

For each development project this phase should begin with a preliminary study in reasonable depth, probably extending over a few months. A study of this kind assesses the dimensions of the development problem concerned, gauges the relative importance of the project as a force for improvement, and

estimates the assistance resources and facilities that will be required. It also evaluates the project's need for special administrative arrangements and expert guidance, and considers the overall likelihood of the undertaking being conducted successfully. This survey should take into account the attitudes of the officials and people of the country or area. It should also identify any likely obstacles arising from religion, culture, traditions, laws, and administrative practices.

Ideally, the donor country or institution and the recipient country would then use the findings of this survey as a guide for final formulation of the project. Proper use of the survey not only can assure adequate provision for the project itself, but also can contribute greatly to the creation of really common understandings and meaningful agreements regarding the work ahead.

Full understanding and unity of purpose is difficult enough to achieve in any area of life, even in relatively simple matters. Assistance undertakings, however, are far from simple. They involve factors regarding operations, relationships, and procedures which will present many difficulties unless there is a specific meeting of minds upon them in the pre-investment stage.

Achievement of such a meeting of minds should never be too readily or rapidly assumed in foreign assistance work. For one thing, language differences are not yet bridged as well as we would often be inclined to believe. For another, the differences between our culture, traditions, and habits of thinking and those of the officials in the newer countries are quite conducive to ineffective communication of facts and ideas. The pre-investment preliminary study, adequately discussed back and forth, does much to bridge such gaps.

Administrative Considerations

The building of world peace is a lofty as well as a necessary goal. As with lesser ventures, however, good management is necessary. In undertaking each specific project, both the recipient country and the giver of aid need to insist upon suitable administrative resources. Even highly desirable aid projects should be held in abeyance unless and until efficient administration can be provided for it.

Administrative competence is essential. Some of the developing countries have at the top strata of government a

very high level of competence and concern for progress. Even so, economic aid can be stripped of much of its usefulness by poorly-oriented and poorly-trained personnel at the lower levels. Everyone who has been associated with development assistance will be able to recall examples of this. The government of at least some of the developing countries are themselves conscious of the problem.

Suitable education is a "must" for administrators, project leaders, and their key personnel. This is the necessary foundation on which to build. Such education must then be supplemented with intensive staff orientation as to the project's purposes and with intensive job training for the work at hand. In most development work, training of staff has to be a major part of the operation. Full attention should be given to building the understanding and cooperation of related workers in other fields.

One further matter in the administrative area should be mentioned. Let us imagine for a moment that you are preparing to help launch a foreign assistance undertaking of some kind. Let us suppose that the problem and project are clearly defined, the "pre-investment" survey has been made and utilized, trained administrators have been appointed, the operational staff is well-oriented and trained; and your agency or institution is ready to supply necessary resources and expert help. Are these enough?

In some cases, they may have to be. But I suggest that one more ingredient be added, if at all possible. This is the ingredient of "change-mindedness." In a development project, it makes a great difference whether the officials and staff are people who just follow instructions and established routines, without "change-minded" initiative in their work, or are workers who desire and seek all possible ways to attain the goals of the project.

Selection of "change-minded" officials and staff is often neglected by the countries recieving assistance. The need for such "follow-through" on their development decisions may not even enter the minds of policy makers. This lack in selectivity can lead to major difficulties. "Change-mindedness" can easily be lost in the bureaucratic maze of routine selection of personnel. As a result, the development undertaking can easily find itself clamped into a mold of the past before it has even started. If "tradition-minded" administration is coupled with a resistance to foreign guidance, the project will certainly have trouble.

New Relationships

As we move ahead on the frontiers of international aid and the building of a better world, we meet new relationship problems. The relationship between donor and recipient is, for example, a sensitive one. A donor nation or institution, conscious of its own good purposes and generosity, is sometimes baffled by certain resistances of the recipient.

Some of these are the result of quite explainable factors. It should be realised that no nation, however needy, feels wholly comfortable in receiving economic assistance from more fortunate neighbours. In some way, the national ego is involved. The assistance can be and is appreciated, but the necessity of obtaining it is not pleasant to think about in a nationalistic context.

In addition, of course, the nation being assisted is always sensitive as to the possibility of undue influence from abroad. The new nations do not wish to become colonial outposts again, in whatever guise the colonialism might take. This sensitivity is quite understandable. It is essential, in fact, that this be accepted by all, if international aid is to serve the advancement of humanity and of peace.

Two-Way Assistance

In his thoughtful contribution to the "Conference on Tensions in Development" at New College, Oxford University, in the Fall of 1961, Dr. C. D. Deshmukh, now Vice-Chancellor of Delhi University declared: "it is essential that each recipient country should become a donor country, at least in a small way, as soon as it can." In fact, many governments are already appearing in dual roles, both recieving technical and other aid and -- on a much more moderate scale, to be sure -- giving such aid.

Dr. Deshmukh gave two reasons for this need: that such two-way aid enlarges the pool of available international aid for development; and that it helps recipient countries to understand better the point of view of a donor country. To this I should add a third point: being a donor country will reduce the psychological strain of being also an aid recipient.

But whatever the reasons, the phenomenon of two-way aid is proceeding. It is one of useful adjustments being continually made in development work; a part of our "frontier of change".

Education

Returning now to my earlier statement that our generation has seen and is participating in two worldwide frontiers of change -- the scientific and technological revolution, and Man's dawning response to living together in peace, we must recognize that man's capacity to adjust to these frontiers of change will require that he be educated. If man is to apply science and technology, as he must, in freeing himself of his burden of poverty, he must increasingly understand the basis of science. This he can do only through himself becoming a student of science in its broadest and most meaningful sense. Furthermore, if we are to achieve a situation of living together in peace, the developing countries must, also make their contributions to the world bank of scientific knowledge, as well as draw upon it.

But just understanding and knowing how to apply science and technology won't bring us peace. Through education men must learn how to play their roles in free societies. They must grow in their respect for the right of others to hold views different from their own. They must increasingly understand the meaning of tolerance. They must realise, too, that though peace requires the harmonizing and civilizing of our behaviour, there must remain the freedom for differences in beliefs and points of view.

Conclusion

In discussing the means used to cope with the urgencies of the two broad frontiers of our age, it has been necessary to speak in rough detail about our specific efforts and their problems. It seems to me that these details give added meaning and depth to the canvas as a whole. It is in these detailed actions and considerations that we actually come to grips with the problem of building a better world community -- a community of peace and increasing mutual responsibility.

I would conclude on this note: that owing to our science and the machines, we are able to move mountains of many kinds. Mankind has and is still gaining the knowledge, the tools, and the other resources that will enable us to meet the imperative of peace and dignity for men.

We do not lack the means for this. The only question is whether we have the will, and the vision, and the wisdom required.

Barbara Ward has said: "It is our imagination that has become our limiting factor, not our means and not our resources." I have faith that we are overcoming even that barrier, and that the future of man, blessed by enduring peace, will move on and on to ever-new frontiers of achievement.

Optimistic!